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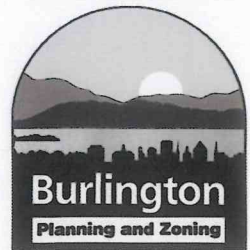
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Elsie Tillotson, Department Secretary



MEMORANDUM

To: Development Review Board

From: Mary O'Neil, AICP, Senior Planner

Date: September 2, 2014

RE: ZP 14-1321CA; 111 Colchester Avenue (FAHC)

Note: These are staff comments only. Decisions on projects are made by the Development Review Board, which may approve, deny, table or modify any project. THE APPLICANT OR REPRESENTATIVE MUST ATTEND THE MEETING.

File: ZP 14-1321CA

Location: 111 Colchester Avenue

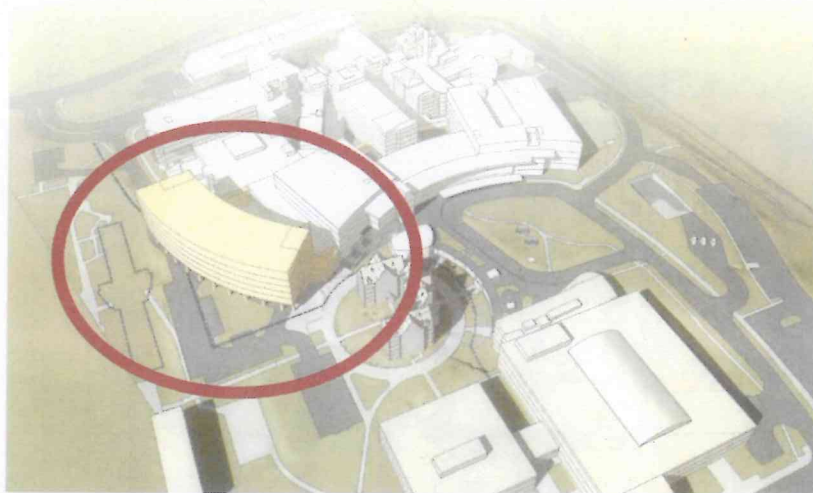
Zone: ICC-FAHC **Ward:** 1

Date application accepted: June 30, 2014

Applicant/ Owner: Fletcher Allen Health Care / Dave Keelty [UVM has companion applications]

Request: New approximately 208,000 sq. ft. Inpatient Building west of the Ambulatory Care Center building at the Medical Center Campus. Development includes parking lot improvements.

The **Design Advisory Board** reviewed the application at their July 22, 2014 meeting, and voted unanimously to recommend approval and forward to the DRB, adopting the conditions recommended in the staff report.



SKETCH PLAN REVIEW
INPATIENT BUILDING PROJECT

BUILDING MASSING STUDY

12 MARCH 2014

Fletcher Allen Health Care
Burlington, VT

morris switzer
ARCHITECTS & PLANNERS

The programs and services of the City of Burlington are accessible to people with disabilities. For accessibility information call 865-7188 (for TTY users 865-7142).

The Conservation Board reviewed the application and materials at meetings on August 4 and 25, 2014, and voted unanimously to recommend approval with adoption of standard stormwater conditions.

Background:

There are extensive zoning, building, electrical, plumbing and mechanical permits on file. Some of the major construction projects include:

- **ZP 14-0807SP**; Sketch plan review to construct new Inpatient Building west of the Ambulatory Care Center building. March 2014.
- **ZP 13-0284CA**; Expansion of seventh floor, Baird Building, for maternity unit. Approved November 2012.
- **ZP 09-436CA**; Installation of Newton Healing Garden among Baird, Shepardson South and ACC; and landscaped Psychiatric interior courtyard between Shepardson South, rear of East Pavilion and rear of loading docks. As-built approval from Renaissance Project plans. Approved November 2008.
- **ZP 09-253CA**; Construct 23,133 sq. ft. addition for radiation oncology department at East Pavilion with green roof/outdoor space. Phasing to allow later construction of water feature. Approved November 2008.
- **ZP 04-516**; Phase II. Site improvements for FAHC's Renaissance Project and shorten proposed tower and other detail changes to building plans. COA 00-038I. Approved June 12, 2004.
- **ZP 02-251**; Phase M of FAHC Ambulatory Care Facility/Educational center. Phase M consists of the construction of the underground parking garage.
- **ZP 02-250**; Phase L of FAHC Ambulatory Care Facility/Educational center. Phase L consists of the renovation of the Fletcher building, including the porte cochere and coupola. July 2000.
- **ZP 02-249**; Phase K of FAHC Ambulatory Care Facility/Educational center. Phase K consists of construction of the gardens around the Fletcher building. November 2001.
- **ZP 02-248**; Phase J of COA 00-038 FAHC Ambulatory Care Facility/Educational center. Phase J consists of :1. Demolish Burgess building; 2. Construct east parking lot and oxygen tank farm; And 3. Landscaping in these areas and along cooling towers. November 2001.
- **ZP 02-247**; Phase I of COA 00-038 FAHC Ambulatory Care Facility/Educational center. Phase I consists of construction of the inpatient concourse. November 2001.
- **ZP 02-246**; Phase H of COA 00-038 FAHC Ambulatory Care Facility/Educational center. Phase H consists of: 1. Construction of emergency dept. On the 1st floor of acc west pavilion; 2. Demolition of part of smith building and renovation of remainder; 3. Construction of emergency drive and parking lot; and 4. Converse landscaping. November 2000.

- **ZP 02-245**; Phase G of COA 00-038 FAHC Ambulatory Care Facility/Educational center. Phase G consists of the construction of the ambulatory care center west pavilion (Floors 2 to mechanical penthouse.) November 2001.
- **ZP 02-244**; Phase F of COA 00-038 FAHC Ambulatory Care Facility/Educational center. Phase F consists of the construction of the patient access center, south parking lots, and main quadrangle. November 2001.
- **ZP 02-243**; Phase E of COA 00-038 FAHC Ambulatory Care Facility/Educational center. Phase E consists of the demolition of Alumni Hall and construction of the educational center, including both above and below ground portions and the auditorium. November 2001.
- **ZP 02-242**; Phase D Of COA 00-038 FAHC Ambulatory Care Facility/Educational center. Phase D consists of the McClure service core. November 2001.
- **ZP 02-241**; Phase C Of COA 00-038 FAHC Ambulatory Care Facility: central plant, loading docks, materials handling area, cooling towers, and garage.. Approved November 2001.
- **ZP 02-224**; New Birthing Center on top floor of McClure building. Addition of 12,239 sq. ft., Removing 2,111 sq. ft. For net of 10,128 sq. ft.. September 2001.
- **ZP 01-510**; Lot line adjustment between FAHC and UVM as part of the Ambulatory Care Facility proposal. March 2001.
- **ZP 01-379**; Construct four temporary buildings: Three to house hospital functions displaced during construction of FAHC Ambulatory Care Facility; and one as a temporary entrance for the emergency department. April 2001.
- **ZP 00-676**; Phase O of FAHC Ambulatory Care Facility/Educational center. Phase O Consists of site excavation and foundations for all proposed buildings, Including the central plant, Ambulatory Care Facility, Education center and parking garage.
- **ZP 00-676**; Phase N of FAHC Ambulatory Care Facility/Educational center. Phase N consists of the demolition of Adams, Medical Records, Brown and Brown Pavillion totaling approximately 58,000 sq ft. July 2000.

Overview: Fletcher Allen Healthcare is proposing an approximately 208,000 square foot Inpatient Building to be located above the Emergency Department on the west side of its campus. The proposed building will consist of approximately 128 inpatient **replacement** beds to be hosted within single rooms, connecting to the McClure Building and the West Pavilion of Ambulatory Care Center (ACC.)

After Technical Review in November 2013 with city staff, the design team “nudged” the proposed building away from Converse Hall to reduce any proximity conflicts with the historic structure. As a result, the development will include a small boundary line adjustment with the University of Vermont. That separate boundary line adjustment request is anticipated for October 2014.

The applicant presented 2 design options for the Design Advisory Board’s consideration and discussion. A final selection has been submitted as part of this application.

This project development is subject to limited municipal review per the following state statute:

Vermont State Statute, §4413, Limitations on municipal bylaws

- (a) *The following uses may be regulated only with respect to location, size, height, building bulk, yards, courts, setbacks, density of buildings, off-street parking, loading facilities, traffic, noise, lighting, landscaping, and screening requirements, and only to the extent that regulations do not have the effect of interfering with the intended function use:*
- (1) *State or community owned and operated institutions and facilities.*
 - (2) *Public and private schools and other educational institutions certified by the state department of education.*
 - (4) *Public and private hospitals.*

Staff recommendation: COA approval, per the following findings and conditions:

I. Findings

Article 3: Applications and Reviews

Part 3: Impact Fees

The proposed Inpatient Building does not meet any of the exemptions from Impact Fees under Section 3.3.3. Therefore, Impact fees would be assessed, based upon the gross new floor area of the development. A project of 208,000 sq. ft of new floor area would require payment of the following Impact Fees: [Actual calculations will reflect final gross floor area, should it differ.]

SF of Project 208,000

Department	Offices & Other	
	Rate	Fee
Traffic	0.641	133,328.00
Fire	0.188	39,104.00
Police	0.333	69,264.00
Parks	0.397	82,576.00
Library	0.000	0.00
Schools	0.000	0.00
Total	1.559	\$ 324,272.00

Section 3.3.7 Time and Place of Payment

Impact fees must be paid to the city's chief administrative officer/city treasurer according to the following schedule:

- (a) *New Building: Impact fees must be paid at least seven (7) days prior to occupancy of a new building or any portion thereof.*

Affirmative finding as conditioned.

Part 5, Conditional Use & Major Impact Review

Conditional Use review and portions of Article 6 are not subject to municipal review per the Vermont State Statute, §4413, Limitations on municipal bylaws. See above.

(b) Major Impact Review Standards

Section 3.5.3 Exemptions (Comprehensive Development Ordinance)

Major Impact Review shall not apply to applications involving one or more of the following:

(d) Projects that do not result in a change of use or increased parking demand as determined by the administrative officer.

Parking requirements for hospital use are based on patient beds. The proposed Inpatient Building will provide 128 **replacement** beds; relocated from the Shepardson building. The beds that are planned for the Inpatient Building exist on the campus today as part of the hospital use and will be relocated as the focus of this project.

Fletcher Allen has a cap at 2,094 parking spaces on this campus. No change to the parking count is proposed.

There is no change in use; the development is for an attached patient care building.

The same exemption was provided for the Radiation Oncology addition, in November 2008 per this standard.

Therefore, the Inpatient Building **meets the exemption from Major Impact review** as the project does not result in a change of use or increased parking demand.

Article 4: Maps & Districts

Section 4.4.4 Institutional District

(a) Purpose:

*The **Institutional District (I)** as illustrated in Map 4.4.4-1 allows for an increased development scale and intensity than would typically be found in the adjacent residential districts to support continued growth and flexibility of the city's major educational and health care institutions within their respective institutional missions. New development is intended to be sensitive the historic development pattern of the existing campuses as well as the surrounding residential neighborhoods. The district is intended to support broad range of related uses reflecting the resident institution's role as regional educational, health care, cultural and research centers. Buildings should be designed with a high level of architectural detailing to provide visual interest and create enjoyable, human-scale spaces. Sites should be designed to be pedestrian friendly and encourage walking between buildings. Where parking is provided onsite, it is intended to be hidden behind, to the side, within, or underneath structures.*

See ICC-FAHC Overlay District, below.

Part 5: Overlay Zoning District Regulations

Sec. 4.5.2 Institutional Core Campus Overlap Districts

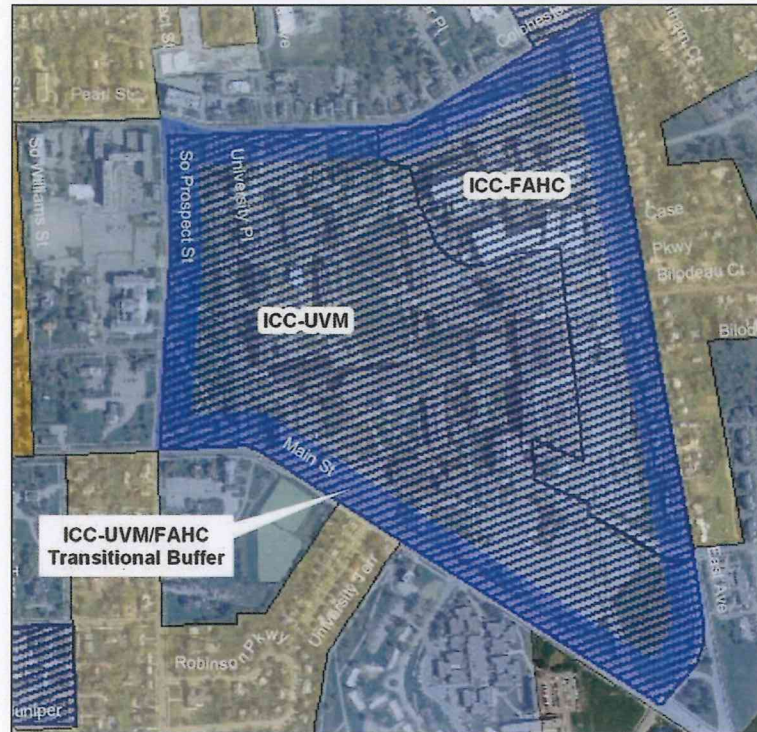
*(b) 1. **Fletcher Allen Health Care Medical Center Campus (ICC-FAHC)** allows for an increased development scale and intensity than would typically be found in the adjoining and underlying districts to support **continued growth and expansion** of the state's academic medical center. As a regional tertiary-level care facility, on-site parking is expected to play a larger role than otherwise would be expected for the other institutional campus overlays in order to accommodate the needs of patients and visitors. While outdoor spaces and circulation systems should be inviting and accommodating for pedestrians, the overall development of the campus*

would be expected to emphasize the needs of internal circulation and functions in order to meet patient care requirements.

(c) District Specific Regulations: Fletcher Allen Health Care Medical Center Campus (ICC-FAHC);

1. Transitional Buffer:

- A. *The Transitional Buffer shall include all property within the area as measured from the centerlines of Colchester Avenue and East Avenue, and extending 150 feet into the ICC-FAHC District as delineated on Map 4.5.2-2 Transitional Buffer.*



Map 4.5.2-2: Transitional Buffer

The boundary line adjustment will increase the entire Fletcher Allen campus from 32.34 acres to 33.37 acres. (See p. 8, *Inpatient Building, Fletcher Allen Healthcare*, submission booklet.) The Transitional Buffer is not expected to change due to the anticipated property line adjustment. The total buffer area will measure 8.74 acres with 2.24 acres of impermeable area for a total of **26%; below the 40% maximum**. The proposed overall lot coverage, including the Inpatient Building and associated parking on the Fletcher Allen campus will increase slightly from 19.02 acres to 19.71 acres; an increase from 58% to 59%. This is under the total maximum lot coverage of 65%. See below.

- B. *Lot coverage shall not exceed 40% for the aggregate of all land owned by an institution and located within the Transitional Buffer.*

As noted, the Transitional Buffer will not be affected by the anticipated property line adjustment between FAHC and UVM. The coverage calculation, however, of all aggregate lands owned by

each institution will change. The applicant has provided these new calculations for FAHC (26% transitional buffer, 59% overall) and the UVM parcel as part of their submission to confirm compliance with this standard. (UVM's calculations assume a property boundary alteration, and are exclusive of demolition of three residence halls and installation of the Green Mountain walkway. Coverage is calculated before the land transfer at 48.09%; after all projects completed 48.04%.)

- C. *Unless replaced on site, no housing unit in a residential structure located within the Transitional Buffer shall be demolished or converted to a nonresidential use, except for housing units which are exempt from the provisions of Article 9. The Housing Replacement standards of this ordinance shall apply to any such activity.*

No housing units are proposed to be demolished or converted.

Affirmative finding.

2. Lot coverage

Maximum lot coverage shall be applied to the aggregate of all lots owned by a respective institution and located within the ICC-FAHC District. Lot coverage shall not exceed 60% except as provided below.

Proposed lot coverage, including the Inpatient Building and associated parking on the Fletcher Allen campus will increase slightly from 58% to 59%.

The maximum lot coverage for the entire tract of land owned by an institution within the ICC-FAHC District may be increased by one percent for each one percent that the Transitional Buffer coverage is less than 40%, up to a maximum of 65%.

See above. **Affirmative finding.**

3. Setbacks

Minimum side and rear yard setbacks in the underlying zoning district shall not be applicable within the ICC-FAHC District.

Front setbacks shall be fifteen (15') feet measured only along any street defining the Transitional Buffer.

Minimum side and rear yard setbacks of the underlying (Institutional) zoning district do not apply to the ICC-FAHC overlay zoning district.

The Inpatient Building project will not affect required setbacks along East Avenue or Colchester Avenue, as it is located on the interior of the site. **Affirmative finding.**

4. Surface Parking

No new outdoor surface parking spaces shall be permitted unless the number of the new outdoor surface parking spaces is offset by a corresponding removal of outdoor surface parking spaces existing as of January 1, 2007, and upon the approval by the DRB.

No net new parking spaces are proposed. Parking lot alterations include replacement of all existing surface parking spaces. As no new patient beds are requested within the development proposal, no additional parking is required. All beds proposed for the Inpatient Building will be

replacement beds from those in Shepardson 3North and Shepardson 4North within the existing campus.

Parking improvements to the UVM parking lot are considered under a separate application.

See Article 8 for more information relative to parking.

Affirmative finding.

5. Building Height

No portion of any building within the ICC-FAHC Height Overlay (as delineated on Map 4.5.2-3 ICC-FAHC Height Overlay) shall exceed the elevation of a plane running parallel to the earth at 540-feet above mean sea level. The provisions of Sec. 5.2.5 Building Height Limits shall not be applicable within the ICC-FAHC Height Overlay.

The proposed boundary line change with UVM will afford the real estate to construct the project; however portions of that Inpatient Building will extend over the ICC-FAHC height overlay and into the ICC-UVM Height overlay (See Map 4.5.2-3 ICC-FAHC and 4.5.2-4, ICC-UVM Central Campus Height Overlay).

The height of the proposed Inpatient Building, as measured to the top of the penthouse roof and illustrated on Plan AP-2.4, is 459.31' above mean sea level; below the 540' limitation of this standard.

A small section of the northerly corner of the Inpatient Building falls within the ICC-UVM height overlay. (See Plan C-1PL, Boundary Adjustment Plan.) The restrictions for that overlay district are as follows:

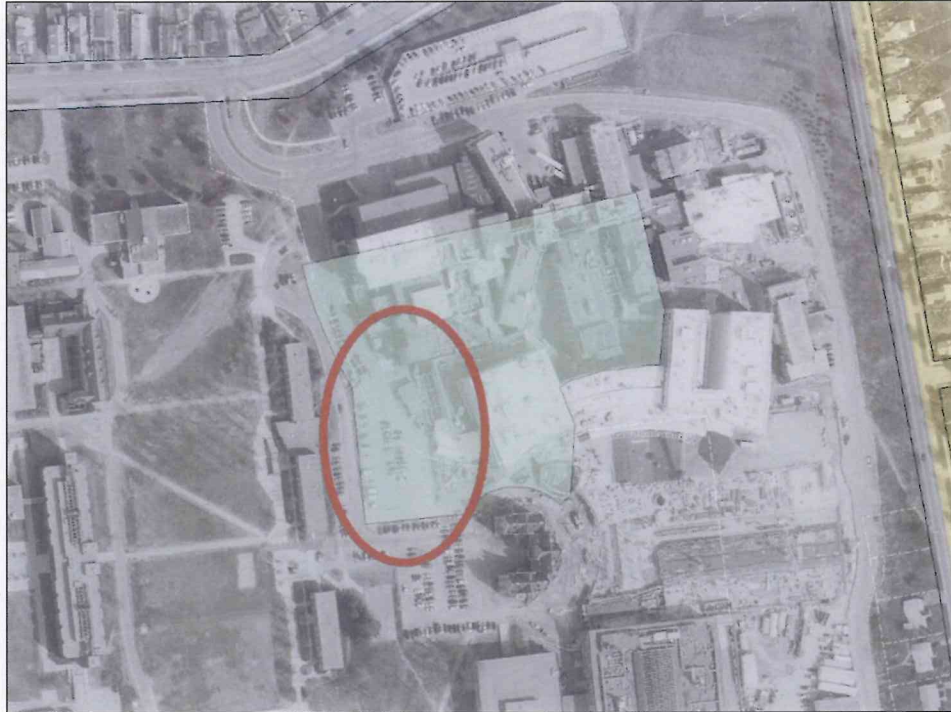
Section 4.5.2 (d) District Specific Regulations: UVM Central Campus (ICC-UVM)

5. Building Height

Building height within the ICC-UVM Central Campus Height Overlay shall not exceed 140 feet.

Exterior elevation plans AP-2.4 define grade at 358.38' above mean sea level. Subtracted from the projected height (459.31' AMSL), building height as measured along the westerly elevation of the Inpatient Building falls just shy of 101'. This meets the height limitation within the ICC-UVM Height Overlay. See narrative, *Inpatient Building, Fletcher Allen Health Care*, p. 7.

Affirmative finding.



Map 4.5.2-3 ICC-FAHC Height Overlay. Location of proposed development identified.

No portion of any building outside of the ICC-FAHC Height Overlay may exceed the elevation of a plane running parallel to sea level from the highest point of the tallest structure at the highest elevation within the ICC-FAHC District as depicted as of January 1, 2009.

With the exception of the small area that falls within the ICC-UVM Height Overlay, all the remaining area of the development is within the ICC-FAHC Height Overlay. The project complies with dimensional limitations of both overlay districts.

Affirmative finding.

6. Density

In the ICC-FAHC District, density restrictions set forth in Article 4, Sec. 4.4.4 shall not apply to dormitories and rooming houses as defined in Chapter 18 of the Burlington Code of Ordinances. The restrictions on the non-residential equivalent set forth in Art. 5, Sec. 5.2.7 (a) 2 shall not apply in the ICC-FAHC District.

Table 4.4.4-1 (Dimensional Standards and Density, Institutional District) does not apply per this standard.

No changes to the intensity of use are proposed. The Inpatient Building is intended to offer replacement (single occupancy) patient beds that are currently in double room accommodations in Shepardson 3North and Shepardson 4North buildings.

Affirmative finding.

Note! The Provisions of Section 4.5.2 (d), ICC-UVM have been implied and assume a boundary line adjustment with UVM. That is anticipated in October 2014.

Article 5: Citywide General Regulations

Part 2: Dimensional Requirements

Sec. 5.2.3 Lot Coverage Requirements

See Sec. 4.5.2 (c) 2. above.

Sec. 5.2.4 Buildable Area Calculation

This criterion does not apply to properties in the ICC-FAHC zone.

Sec. 5.2.5 Setbacks

See Sec. 4.5.2 (c) 3, above.

Sec. 5.2.6 Building Height Limits

See Sec. 4.5.2 (c) 5, above. Height limits for the ICC-UVM Overlay District; see Sec. 4.5.2. (d).5.; above.

Sec. 5.2.7 Density and Intensity of Development Calculations

See Sec. 4.5.2 (c) 6, above.

Part 4: Special Use Regulations

Sec. 5.4.8 Historic Buildings and Sites

Not subject to municipal review per the Vermont State Statute, §4413, Limitations on municipal bylaws.

Sec. 5.4.9 Brownfield Remediation

None identified or required.

Part 5: Performance Standards

Sec. 5.5.1 Nuisance Regulations

The proposal is within expected and anticipated growth and expansion of the state's academic medical center. Nothing in the proposal appears to constitute a nuisance within this designated zoning overlay under this criterion.

Affirmative finding.

Sec. 5.5.2 Outdoor Lighting

A lighting plan has been submitted as part of the application packet. LED lighting will be used throughout the site and is proposed to coordinate with FAHC and UVM's existing lighting. Pole mounted light fixtures, matching those currently used on the FAHC campus are proposed along Hospital Drive, within the parking areas, and along walkways. Patients arriving at the Emergency Room will experience a well illuminated entrance under the structural canopy, achieved by indirect overhead lighting. Vehicular arrival/departure lanes will be similarly lit by fixtures recessed into the structure. Across the development area, lighting is proposed to provide safe, efficient lighting while matching fixtures currently in use on the campus.

Section 5.5.2 (f) Specific Outdoor Lighting Standards

1. Parking Lot Lighting

Outdoor lighting of parking and related circulation areas shall comply with the following standards:

A. The maximum mounting height for any fixture shall be 25 ft.

Fixture spec sheets provided include a generic information sheet for poles from 8-20 feet in height. (AM6, Round Aluminum Bottleneck Pole, Pole Guide, Lumec.) The applicant shall define the intended pole height.

B. The maximum illumination level shall not exceed 4 footcandles at any point.

Plan LI-1.0 (photometric) reveals light levels that exceed this standard, particularly at the base of fixtures C2-1, C2-2, C2-3, and C11. These light levels will need to be adjusted to meet this standard.

C. The maximum illumination level shall only be computed for the functional area of the parking lot.

Plan LI-1.0 offers a statistical area summary specifically for the parking lots.

D. The maximum to minimum uniformity ration shall not exceed 20:1.

On the same plan, the uniformity ratio for the FAHC parking lot is 52:00; exceeding this standard. Again, light levels will need to be adjusted to meet this standard.

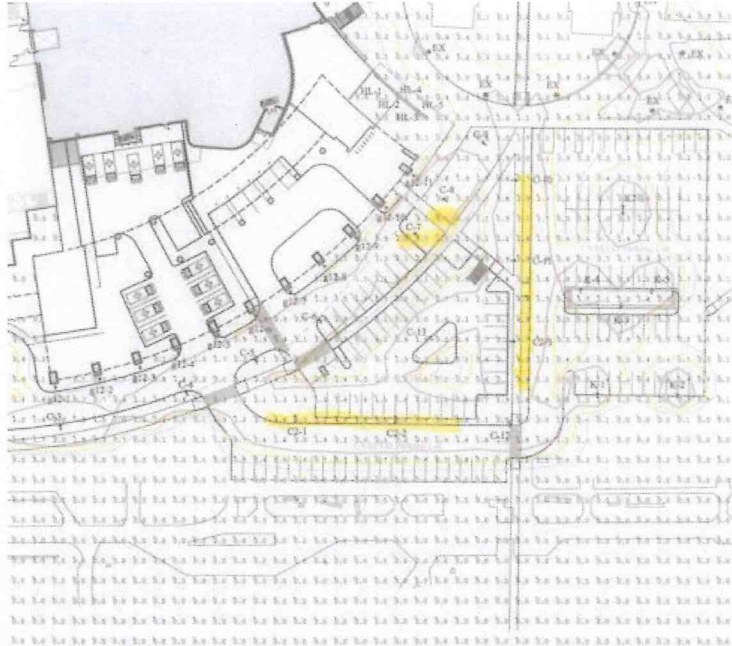
E. Illumination levels are encouraged to be reduced by at least 50% within one hour after the end of public business hours.

As the medical care facility is open 24 hours a day, there is no end to business hours. Not applicable.

2. Walkway Lighting

Outdoor lighting of walkways, alleys, and pedestrian paths shall comply with the following standards:

A. The average illumination level on a walkway or pathway surface shall not exceed 0.5 footcandles. Maximum lighting levels shall not exceed 2 footcandles.



An average illumination level on walkways is not provided. Several areas along walkways exceed the 2 footcandle standard; particularly under fixtures C2-1, C2-2, C-12, C2-3, C-11, and C-10. Additional high levels are under C-7 and C-8. Adjustments will be required.

- B. *The area over which the average illumination level is computed shall only include the walkway surface plus and area on each side not more than 5 feet in width, and*
- C. *Lighting fixtures other than full cut-off fixtures may be used but shall be designed to minimize glare, direct illumination downward, and shall have an initial output of not more than 1,200 lumens.*

As a medical care facility, it is anticipated that areas under the Inpatient Building and at public access to the Emergency Room be adequately lit during evening hours. A higher level of illumination may be appropriate for the use; providing relatively high illuminance, especially where pedestrians and vehicles must interact. *IES Lighting Handbook* anticipates light levels for health care to be different from traditional exterior lighting:

The lighting of building entries for health care facilities contributes significantly to the nighttime arrival sequence where clarity of destination is important. At that entry, vertical and horizontal illuminance are important to assist in pedestrian/vehicular interaction.¹

The DRB has authority and discretion in review of lighting determined to be appropriate for security (Section 5.5.2 7.) if accompanied by a narrative articulating the specific need and purpose of the lighting as part of a plan. See submission narrative, p. 10.

All lighting will be required to meet the standards of this section, unless relief is provided under 5.5.2 7, **Security Lighting.**

Affirmative finding as conditioned.

Sec. 5.5.3, Stormwater and Erosion Control

The new development will be required to demonstrate compliance with the standards of Stormwater and Erosion Control of Chapter 26 of the City Code of Ordinances: *Wastewater,*

¹ DiLaura, David L., Kevin W. Houser, Richard G. Mistrick and Gary R. Steffy, *The Lighting Handbook* (Tenth Edition; Illuminating Engineer Society), 2011. P. 27.35.

Stormwater and Pollution Control. The project had an initial review by the Conservation Board August 4, 2014, and follow up with continued review August 25, 2014. The Conservation Board offered unanimous recommendation for approval with standard stormwater conditions. Written approval by the City Stormwater Administrator will be requirements prior to release of the zoning permit.

Affirmative finding as conditioned.

Article 6: Development Review Standards

PART 1: LAND DIVISION DESIGN STANDARDS

Not applicable.

Review under the next two sections will be governed by the following over-arching statute:

Vermont State Statute, §4413, Limitations on municipal bylaws

- (a) The following uses may be regulated only with respect to location, size, height, building bulk, yards, courts, setbacks, density of buildings, off-street parking, loading facilities, traffic, noise, lighting, landscaping, and screening requirements, and only to the extent that regulations do not have the effect of interfering with the intended function use:*
- (1) State or community owned and operated institutions and facilities.*
 - (2) Public and private schools and other educational institutions certified by the state department of education.*
 - (4) Public and private hospitals.*

Part 2: Site Plan Design Standards

Section 6.2.2

(a) Protection of Important Natural Features:

The FAHC site is currently impervious surface, with access and parking areas at the intended site of new construction. A grading plan has been provided to minor alterations. No significant natural features are noted. **Affirmative finding.**

(b) Topographical Alterations:

Not subject to municipal review per the

Vermont State Statute, §4413, Limitations on municipal bylaws.

(c) Protection of Important Public Views:

Distant terminal views of Lake Champlain and the mountains to the east and west, and important public and cultural landmarks, framed by public rights-of-way or viewed from public spaces shall be maintained through sensitive siting and design to the extent practicable. This shall not be construed to include views from exclusively private property.

Not applicable per Vermont State Statute, §4413, Limitations on municipal bylaws.

(d) Protection of Important Cultural Resources:

Burlington's architectural and cultural heritage shall be protected through sensitive and respectful redevelopment, rehabilitation, and infill. Archeological sites likely to yield

information important to the city's or the region's pre-history or history shall be evaluated, documented, and avoided whenever feasible. Where the proposed development involves sites listed or eligible for listing on a state or national register of historic places, the applicant shall meet the applicable development and design standards pursuant to Sec. 5.4.8(b).

Not applicable.

(e) Supporting the Use of Renewable Energy Resources:

Where feasible, the site plan should be so designed as to take advantage of the site's inherent potential to utilize sources of renewable energy including direct sunlight, wind, or running water. The site plan should also incorporate site planning and landscaping decisions intended to minimize energy demand such as siting buildings to maximize solar access or the use of deciduous and coniferous trees to create shade and windbreak.

Buildings should, where appropriate within the context of the neighborhood development pattern, maximize their solar exposure by being oriented to maximize natural light and heat gain during winter months, and to minimize casting shadows into ground floor living space of a building on an adjacent property.

Not applicable per Vermont State Statute, §4413, Limitations on municipal bylaws.

(f) Brownfield Sites:

None identified.

(g) Provide for nature's events:

Special attention shall be accorded to stormwater runoff so that neighboring properties and/or the public stormwater drainage system are not adversely affected. All development and site disturbance shall follow applicable city and state erosion and stormwater management guidelines in accordance with the requirements of Art 5, Sec 5.5.3.

A stormwater and erosion control plan has been included (Plans C 106, C 503.) The City Stormwater Administrator has agreed to ongoing review of the proposal, with final Chapter 26 review/acceptance as a prior-to-release condition.

Design features which address the effects of rain, snow, and ice at building entrances, and to provisions for snow and ice removal or storage from circulation areas shall also be incorporated.

Not applicable under Vermont State Statute, §4413, Limitations on municipal bylaws.

(h) Building Location and Orientation:

The introduction of new buildings and additions shall maintain the existing development pattern and rhythm of structures along the existing streetscape. New buildings and additions should be aligned with the front façade of neighboring buildings to reinforce the existing "street-edge," or where necessary, located in such a way that complements existing natural features and landscapes. Buildings placed in mixed-use areas where high volumes of pedestrian traffic are desired should seek to provide sufficient space (optimally 12-15 feet) between the curbline and the building face to facilitate the flow of pedestrian traffic. In such areas, architectural recesses and articulations at the street-level are particularly important, and can be used as an alternative to a complete building setback in order to maintain the existing street wall.

The proposed new building does not front the existing streetscape along East or Colchester Avenue, but is an addition on the interior of the parcel to the existing medical center campus. In orientation and alignment, it does complete the westerly edge of the complex, and fronts the easterly edge of UVM's quad.

The proposed sidewalks provide adequate space for pedestrian flow (8' wide along periphery of project) and provide a connection between Colchester Avenue, the McClure building, parking areas, the emergency room hospital entrance, and the UVM campus/Converse Hall.

Principal buildings shall have their main entrance facing and clearly identifiable from the public street. The development of corner lots shall be subject to review by the city engineer regarding the adequacy of sight distances along the approaches to the intersection. To the extent practicable, development of corner lots in non-residential areas should try to place the building mass near the intersection and parallel to the street to help anchor the corner and take advantage of the high visibility location.

The proposed development is interior to the site; an addition to an interconnected group of buildings that make up the core campus of the Medical Center. It does, however, have an easily identifiable entrance for the public (to be enhanced with signage) to provide critical access to emergency health care services. Access for patient rooms in floors 3-6 will be via the Ambulatory Care Center or the McClure skywalk. **Affirmative finding.**

(i) Vehicular Access:

Not applicable under Vermont State Statute, §4413, Limitations on municipal bylaws.

(j) Pedestrian Access:

Not applicable under Vermont State Statute, §4413, Limitations on municipal bylaws.

(k) Accessibility for the Handicapped:

Not applicable under Vermont State Statute, §4413, Limitations on municipal bylaws.
Building codes pertaining to accessibility continue to apply.

(l) Parking and Circulation:

To the extent possible, parking should be placed at the side or rear of the lot and screened from view from surrounding properties and adjacent public rights of ways. Parking areas of more than 20 spaces should be broken into smaller areas separated by landscaping.

The development proposes replacement of 136 existing parking spaces; 47 allocated to FAHC and 89 for UVM. This proposal DOES separate the parking with the proposed boundary line adjustment, placing UVM's parking spaces securely on their own parcel. Therefore, that parking alteration will require a permit associated with the UVM parcel for that work.

A well developed landscaping plan has been provided, which includes two rain gardens (one within UVM's proposed parking area) and a significant planting plan that will separate parking areas, walkways and drive paths. The Conservation Board encouraged the applicant to fully develop structural systems to effectively address on-site stormwater treatment.

Attempts to link adjacent parking lots or provide shared parking areas which can serve neighboring properties simultaneously shall be strongly encouraged.

Parking areas for FAHC and UVM will share access from Hospital Drive as well as connective pedestrian walkways.

Parking shall be laid out to provide ease in maneuvering of vehicles and so that vehicles do not have to back out onto city streets. Dimensions of spaces shall at a minimum meet the requirements as provided in Article 8. The perimeter of all parking areas shall be designed with anchored curb stops, landscaping, or other such physical barriers to prevent vehicles from encroaching into adjacent green spaces.

Parking spaces are defined as 18' in length, which do not meet the requirement for standard parking spaces in Table 8.1.11-1. (Plan C-104.) This standard, for spaces at a 90° angle, have a requirement of 20' in length. The required 24' in backup space is met in the plan. Article 8 does allow for compact parking spaces (18' in length), but Sec. 8.1.12 (h) is not implicit about limitation. *Compact parking spaces may be used in parking structures or lots. Up to 15% of the total parking spaces in a parking garage may be designated for compact cars.* As this is not a parking structure but a lot, the 15% does not apply. This particular standard of Article 6, however, requires that parking spaces meet the requirements as provided in Article 8; which is 20'.

Surface parking and maneuvering areas should be shaded in an effort to reduce their effect on the local microclimate, air quality, and stormwater runoff with an objective of shading at least 30% of the parking lot. Shading should be distributed throughout the parking area to the greatest extent practical, including within the interior depending on the configuration. New or substantially improved parking areas with 15 or more parking spaces shall include a minimum of 1 shade tree per 5 parking spaces with a minimum caliper size of 2.5"-3" at planting. Up to a 30% waiver of the tree planting requirement may be granted by the development review board if it is found that the standard requirement would prove impractical given physical site constraints and required compliance with minimum parking requirements. All new shade trees shall be: of a species appropriate for such planting environments, expected to provide a mature canopy of no less than 25-feet in diameter, and selected from an approved list maintained by the city arborist. Existing trees retained within 25-feet of the perimeter of the parking area (including public street trees), and with a minimum caliper size greater than 3-inches, may be counted towards the new tree planting requirement.

For FAHC's 47 space parking area, 9 new trees meeting the prescribed caliper will be required. The city arborist will have to be consulted to inquire if the species chosen will meet the requirement of providing the mature canopy dimension of 25'.

The applicant will be required to demonstrate compliance with the 30% parking lot shading requirement.

All parking areas shall provide a physical separation between moving and parked vehicles and pedestrians in a manner that minimizes conflicts and gives pedestrians a safe and unobstructed route to building entrance(s) or a public sidewalk.

Parking areas have clearly defined parking spaces and pedestrian crosswalks. Sidewalks cap the UVM lot on the north, connecting the main campus/quad to the Converse Hall. A sidewalk further connects the UVM lot to the FAHC lot and to Hospital Drive; crossing to the Emergency Room entrance. All provide a clear and unobstructed path to the proposed new building.

Where bicycle parking is provided, access shall be provided along vehicular driveways or separate paths, with clearly marked signs indicating the location of parking areas. Where

bicycle parking is located proximate to a building entrance, all shared walkways shall be of sufficient width to separate bicycles and pedestrians, and be clearly marked to avoid conflicts. All bicycle parking areas shall link directly to a pedestrian route to a building entrance. All bicycle parking shall be in conformance with applicable design & construction details as provided by the dept. of public works.

A bicycle rack is provided under the roof canopy adjacent to the emergency room entrance door. The type of rack is not defined; it will need to meet the guidelines of the City of Burlington Bicycle Parking handbook. Note: Ribbon and comb racks are NOT recommended because the front wheel must be lifted off the ground in order to properly lock a bike frame to the rack.

Affirmative finding, if DRB accepts all parking spaces as compact (18' in length) or allows flexibility in back-up space to meet requirement (as was exercised at 237 North Winooski Avenue, ZP 14-0499CA/MA.)

(m) Landscaping and Fences:

An extensive landscaping plan has been submitted (See Plan LI-0.) Columnar, shade and specimen trees are proposed to provide shade throughout the parking areas and along pathways. Tree and shrub plantings are proposed along the western edge of the parking area to screen their view from the UVM general campus. Two rain gardens are proposed (one within the UVM parking area) to help with stormwater mitigation. At the south of the development area, a stone retaining wall with an adjacent courtyard is proposed to be ringed with shrubs and ground cover. The City arborist will be required to approve tree selection relative to required size, species and canopy per previous standard. **Affirmative finding as conditioned.**

(n) Public Plazas and Open Space:

Where public open space is provided as an amenity to the site plan, it should be sited on the parcel to maximize solar exposure, with landscaping and hardscape (including fountains, sitting walls, public art, and street furniture) to encourage its use by the public in all seasons. Public plazas should be visually and physically accessible from public rights-of-ways and building entrances where appropriate and shall be designed to maximize accessibility for all individuals, including the disabled and encourage social interaction.

Public space should be coordinated with the surrounding buildings without compromising safety and visibility. Public spaces should be surrounded by active uses that generate pedestrian traffic, and connect the space to major activity centers, streets, or corridors.

Although not clearly defined as such, the entrance to the emergency room provides the equivalent of a public plaza to be utilized by visitors and patients. Facing westerly and partially under canopy, this area is ripe for some seating, outdoor furniture, or other amenity to liven up the space and provide a place of rest or respite. Additionally, a paved courtyard with landscaping is immediately adjacent to the Emergency Room entrance on the south.

The plan does not sacrifice safety or visibility in the provision of open space.

New structures and additions to existing structures shall be shaped to reduce shadows on public plazas and other publicly accessible spaces. In determining the impact of shadows, the following factors shall be taken into account: the mass of area shaded, the duration of shading, and the importance of sunlight to the utility of the type of open space being shadowed. Proposed

development shall be considered for solar impact based the sun angle during the Vernal and Autumnal equinox.

See plan AP 2.6. At the height of the Autumnal Equinox, shadow cast will reach as far west as Votey Hall. As the UVM quad is immediately west of the proposed new building, most of the shadow impacts will fall on open land.

Affirmative finding.

(o) Outdoor Lighting:

Where exterior lighting is proposed the applicant shall meet the lighting performance standards as per Sec 5.5.2.

See Section 5.5.2.

Affirmative finding as conditioned.

(p) Integrate infrastructure into the design:

Exterior storage areas, machinery and equipment installations, service and loading areas, utility meters and structures, mailboxes, and similar accessory structures shall utilize setbacks, plantings, enclosures and other mitigation or screening methods to minimize their auditory and visual impact on the public street and neighboring properties to the extent practicable.

Utility and service enclosures and screening shall be coordinated with the design of the principal building, and should be grouped in a service court away from public view. On-site utilities shall be place underground whenever practicable. Trash and recycling bins and dumpsters shall be located, within preferably, or behind buildings, enclosed on all four (4) sides to prevent blowing trash, and screened from public view.

The dumpster is on the UVM parcel.

Most utility and service features are integrated into the site.

Any development involving the installation of machinery or equipment which emits heat, vapor, fumes, vibration, or noise shall minimize, insofar as practicable, any adverse impact on neighboring properties and the environment pursuant to the requirements of Article 5, Part 4 Performance Standards.

The seventh story of the proposed structure is dedicated to mechanical equipment. In the best articulation of this standard, FAHC has accepted the challenge to incorporate mechanical/HVAC within the design envelope rather than add it as an afterthought. There will be no exposed mechanical equipment viewable from the ground or adjacent buildings. **Affirmative finding.**

PART 3: ARCHITECTURAL DESIGN STANDARDS

Sec. 6.3.2 Review Standards

(a) Relate development to its environment:

Proposed buildings and additions shall be appropriately scaled and proportioned for their function and with respect to their context. They shall integrate harmoniously into the topography, and to the use, scale, and architectural details of existing buildings in the vicinity.

The following shall be considered:

1. Massing, Height and Scale:

The proposed Inpatient Building, at seven stories, will rise to a rooftop elevation of 101' above grade or 459' 4" above mean sea level. This complies with the FAHC Height Overlay (Map 4.5.2-3) Institutional Core Campus Overlay District height restriction of no greater than 540' above mean sea level, as well as the ICC-UVM central campus height overlap district height restriction of no greater than 140' above grade (Map 4.5.2-4, ICC-UVM Central Campus and Height Overlay.) As proposed, the Inpatient Building falls within the height limitations of the CDO.

In concert with the existing McClure and Ambulatory Care Center (ACC), the new Inpatient Building is consistent in massing and height within the core campus. **Affirmative finding.**

2. Roofs and Rooflines.

Not applicable per Vermont State Statute, §4413.

3. Building Openings

Not applicable per Vermont State Statute, §4413.

(b) Protection of Important Architectural Resources:

Burlington's architectural and cultural heritage shall be protected through sensitive and respectful redevelopment, rehabilitation, and infill. Where the proposed development involves buildings listed or eligible for listing on a state or national register of historic places, the applicant shall meet the applicable development and design standards pursuant to Sec. 5.4.8. The introduction of new buildings to a historic district listed on a state or national register of historic places shall make every effort to be compatible with nearby historic buildings.

As UVM is a public institution, they too meet the limitation on municipal bylaws given above. Review of the relationship to Converse Hall, or the treatment of Chittenden, Buckham and Willis Hall as normally reviewed under Section 5.4.8 will not apply.

(c) Protection of Important Public Views:

See Sec. 6.2.2. (c) above.

(d) Provide an active and inviting street edge:

Not applicable per Vermont State Statute, §4413.

(e) Quality of materials:

Not applicable per Vermont State Statute, §4413.

(f) Reduce energy utilization:

See Sec. 6.2.2. (e). The building will be required to meet energy efficiency standards as defined by Burlington Electric Department. **Affirmative finding as conditioned.**

(g) Make advertising features complementary to the site:

Only directional signage is included within this application. FAHC has a Master Sign Plan, under which additional signage may be applied for. **Affirmative finding as conditioned.**

(h) Integrate infrastructure into the building design:

See Section 6.2.2. (p).

(i) Make spaces secure and safe:

All building and life safety code, as defined by the building inspector and fire marshal, shall be implemented. **Affirmative finding as conditioned.**

Article 7: Signage

Any signage will require a separate zoning permit, and be in conformance with Fletcher Allen's Master Sign Plan (ZP05-481CA; 10-0800MP (amendment)). **Affirmative finding as conditioned.**

Article 8: Parking

The proposed Inpatient Building will not add additional bed capacity that would trigger an increase in on-campus parking. Existing permits limit Fletcher Allen's on-campus parking to a maximum of 2,094 parking spaces. Existing permits allow Fletcher Allen to vary the number of physical parking spaces on site at any given time based on its ongoing dynamic management of parking, which includes limiting on-campus parking permits for staff and others.

It is appropriate to acknowledge FAHC's participation in the Joint Institutional Parking Management Plan. The Joint Institutional Parking Management Plan (JIPMP) is the adopted plan that addresses parking; updated every five years and was approved by the DRB May 19, 2014. This approved JIPMP specifically addresses parking for the hospital's existing bed count. As noted previously, no net increase in beds is associated with this inpatient proposal. .

Affirmative finding as conditioned.

Section 8.1.11 Parking Dimensional Requirements

The following standards in Table 8.1.11-1 shall be used to ensure safe, adequate, and convenient access and circulation. These standards shall be adhered to except in situations where a lesser standard is deemed necessary by the DRB due to site topography, location of existing or proposed structures, lot configuration, and/or the need to preserve existing trees and mature vegetation.

Plan C-104 defines parking spaces as 18' in length, rather than the Minimum Parking Dimension of 20' required by Table 8.1.11-1. The applicant asserts that this is a replication of the dimension of existing parking spaces in these lots, and they are simply reconfiguring the parking layout to enhance the overall development with no loss of parking spaces for either FAHC or UVM.

The DRB has the ability to consider a lesser standard, as was done under ZP14-0499CA/MA, 237 North Winooski Avenue. As a full back-up length is herein provided (24'), it is possible to allow some flexibility in parking space length when other standards are met. This is at the discretion of the DRB.

Affirmative finding if a lesser parking standard is permitted.

Sec. 8.2.5, Bicycle Parking Requirements

The new square footage will require more bicycle parking: 1/10,000 sf long term, and 1/20,000 short term bike parking. That will mean 21 **new long term bike parking spaces, and 10 short term bicycle parking spaces.** A bike rack is illustrated next to the Emergency Room entrance which will accommodate the short term demand. The applicant shall define the location of required long term bike parking spaces. **Affirmative finding as conditioned.**

II. Conditions of Approval:

1. **Impact Fees**, calculated and based upon new square footage as provided by the application, shall be paid at least seven (7) days prior to occupancy of a new building or any portion thereof. Based upon submission information, the following is an estimate of anticipated Impact Fees:

SF of Project **208,000**

Department	<u>Offices & Other</u>	
	Rate	Fee
Traffic	0.641	133,328.00
Fire	0.188	39,104.00
Police	0.333	69,264.00
Parks	0.397	82,576.00
Library	0.000	0.00
Schools	0.000	0.00
Total	1.559	\$ 324,272.00

2. Stormwater Management and Erosion Prevention and Sediment Control Plans shall have the written approval of the city stormwater administrator **prior to release of the zoning permit.** The Stormwater engineer extended this option through an email submitted to staff June 27, 2014.
3. All lighting will be required to meet the standards of Section 5.5.2, unless relief is provided under Section 5.5.2 7. **Security Lighting.** A revised photometric may be required to demonstrate compliance with Section 5.5.2 of the CDO.

4. The applicant will need to demonstrate compliance with the 30% parking lot shading requirement **prior to release of the zoning permit.**
5. City arborist approval of the tree species, caliper and mature canopy surrounding the parking area per Section 6.2.2. (l) will be required **prior to release of the zoning permit.**
6. This project will exceed the typical 2 year time limit provided under Section .3.2.9 (d). of the CDO. The applicant anticipates a fall, 2018 completion date. A phasing schedule, based on reasonable assumptions for project advancement and provided by applicant, is encouraged. If the applicant anticipates sequential use of the building as development progresses, those portions of the projects may be individually phased to allow for separate Certificates of Occupancy to be issued. **A January 1, 2019 permit expiration date is reasonable, and consistent with UVM's companion project.**
7. Bicycle parking for 21 long term spaces and 10 short term spaces will need to be defined **prior to release of the zoning permit.**
8. Dimensions of parking spaces shall at a minimum meet the requirements as provided in Article 8. For parking spaces at a 90° angle, spaces shall be 9' x 20', unless relief is provided by the DRB via Section 8.1.11.
9. *New or substantially improved parking areas with 15 or more parking spaces shall include a minimum of 1 shade tree per 5 parking spaces with a minimum caliper size of 2.5"-3" at planting.* For FAHC's 47 space parking area, 9 new trees meeting the prescribed caliber will be required. The approval of the City arborist will be required for species, caliper, and canopy **prior to release of the zoning permit.**
10. A boundary line adjustment will need to be secured to allow for development under this approval. All requirements as noted in Section 10.1.5 for filing a plat/mylar will be in effect.
11. Any signage will require a separate zoning permit, and be in conformance with Fletcher Allen's Master Sign Plan (ZP05-481CA; 10-0800MP (amendment)).
12. Standard Permit Conditions 1-15.

NOTE: These are staff comments only. The Development Review Board, who may approve, table, modify, or deny projects, makes decisions.